

**Evaluation Report for  
Brazil's At-Risk Youth Program,  
in Recife, Fortaleza, and Salvador**

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## ***EXECUTIVE SUMMARY***

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In May 1994, USAID/Brazil issued an RFA (request for applications) to provide support to both nongovernmental organizations (NGOs) and governmental organizations assisting at-risk youth ages 8-17 in three cities in northeastern Brazil. A cooperative agreement (Number 512-0616-A-00-4010) was awarded to Partners of the Americas, a Washington-based PVO (private voluntary organization), to support Project POMMAR (Prevenção Orientada aos Meninos e Meninas de Rua). The agreement, signed September 30, 1994, was for a two-year activity. Modification Two, dated September 26, 1996, extended the project funding period to September 30, 1998 and amend the completion date from September 30, 1997, to September 30, 2000. The modification also obligated funds to September 30, 1998, and increased the total estimated cost from \$2,570,000 to \$5,360,000.

### **Project Goal, Objectives, and Outputs**

The goal of the project is to assist young people in Salvador, Recife, and Fortaleza who are at risk of, or already involved in, delinquency, substance abuse, prostitution or sexual exploitation, and human rights violations.

The purpose of the project is to strengthen the capacity of NGOs and governmental organizations to:

- Provide preventive services to at-risk youth, especially vocational training support services to families of at-risk youth, through community-based family preservation efforts.
- Support market-oriented vocational training for young people.
- Provide preventive programs to girls and adolescent women at risk of sexual exploitation and support services to girls living on the street and young women involved in prostitution.
- Protect youth's rights and improve the administration of juvenile justice.

The original grant listed a series of objectives in each of three program areas: prevention (involving vocational training and family preservation), sexual exploitation, and juvenile justice. Additional objectives were added in modification two.

## **Purpose of the Evaluation**

The purpose of the evaluation is to assess progress to date and evaluate the extent to which POMMAR is structured and managed to achieve its objectives. This report also includes recommendations for future activities.

## **Evaluation Team**

The evaluation team consisted of three persons. The team leader, Donald Whitson, MD, MPH, is a pediatrician and community health physician and director of primary health care for Esperança, Brazil. Mario Volpi is a recognized national expert on children's rights. He played a key role in writing the Brazilian Child Rights Act of 1990 and frequently serves as a consultant to UNICEF/Brazil. Catherine Savino, MPH, director of the Displaced Children and Orphans Fund Contract in Virginia, monitors and evaluates DCOF programs.

## **Evaluation Methodology**

The principal methodologies for the evaluation were document review, interviews with individuals and groups, and site visits. From October 18 to November 1, 1996, the team met with 16 organizations in Recife, Fortaleza, and Salvador. The team then made final presentations to USAID and POMMAR in Brasília. The evaluation was funded by the Displaced Children and Orphans Fund contract.

Because POMMAR has changed its leadership, introduced new systems for reviewing subgrants, and established new evaluation and monitoring components, evaluating past performance was not judged to be a useful indicator of future performance. Since the grant has been extended to September 30, 1998, the future is of utmost concern. The team devised the evaluation methodology around these parameters realities.

## **Findings**

The impact of POMMAR's activities to date was difficult to assess. Project implementation suffered from a serious lack of systematic selection criteria for subgrants and a lack of indicators for monitoring project performance. This, together with delays in awarding the first subgrants, made it nearly impossible to demonstrate a concrete impact on the lives of children and adolescent beneficiaries. Nonetheless, POMMAR appears to have been successful in other areas.

- POMMAR is distinct from other entities that provide funding for at-risk youth programs in two significant ways: its focus on institutional strengthening, and its role in coalition building. Because of these aspects, POMMAR is having a greater impact on the situation of at-risk youth than its limited funds would imply. POMMAR plans to formalize and systematize the efforts in these two areas and to develop means of measuring the impact of these activities.
- The main criticisms of the project are the lack of clear criteria for subgrant selection and of systematic monitoring of subgrants. In addition, the original proposal was unrealistic in expecting development and approval of subgrant proposals in very short period. Prospective recipients had greater difficulty than anticipated in preparing acceptable proposals further contributing to start-up delays.
- Partners of the Americas was very slow in acknowledging the serious problems in project implementation and in making the decision to replace the project director and modify POMMAR's administrative structure. USAID/Brazil was forced to assume a much more active role in project management than normal, but without that active involvement, the project would not have been able to continue.
- The team observed innumerable examples of effective collaboration between POMMAR and other organizations, from UNICEF and the International Development Bank ( IDB) to individual NGOs and governmental organizations. NGOs and governmental organizations alike repeatedly cited POMMAR as being very important in uniting diverse entities in a more coordinated approach to the complex problems of at-risk children and adolescents. In addition, recipients of subgrants, even those receiving only a very small part of their overall budget from POMMAR, repeatedly cited the supported interventions as strategically important for their respective institutions.

## **Recommendations**

- The modifications proposed in the extension (See Table 2, page 5) are sound and correct many shortcomings. They should be implemented immediately, without waiting for the start-up date of the extension. There is an urgent need for the development of relevant impact indicator. The evaluation team agrees with the proposal that a local group of technical consultants be designated in each of the three cities, each with a part-time coordinator charged with supporting and monitoring activities under the guidance of POMMAR's staff in Recife.
- The delay in selecting subgrant projects has created a sizable accumulation of undisbursed funds. POMMAR will have to try to adhere to the original schedule,



even if this implies not adhering to an arbitrary ceiling on the size of awards. Larger grants combined with longer time lines, especially for institutions working in public policy and vocational training/microenterprise, will help ensure a more sustainable impact while keeping the total number of projects at a manageable level. The team is also concerned that any significant no-cost extension may generate pressure to readjust the budget once again to cover the administrative costs of the extension, further reducing the amount of funds available for subgrants. Consideration of any significant extension must therefore be accompanied by additional funding.

- Any further research grants should be minimal and focused on operations and applied research. Avoid research without an end user; methodology without actions that test it; networking without an objective; and databases without a clear, practical purpose, an end user, and a way to maintain them.
- Training in coming months should focus on institutional strengthening of subgrant recipients. Due to the highly unique nature of the problems faced by at-risk youth and their families in Brazil and the country's social, political, and legal climate, support for training conducted in the United States is unlikely to improve existing programs.
- There should be a uniform system for collecting and reporting financial data, specified dates for reporting, and a system for providing feedback to subgrantees. Because this information is integral to overall management of subgrantee activities, there must be close communication between the Brasília and Recife offices. POMMAR should ensure that this kind of information (what and how funds are spent) is reviewed by the project officer and reported to the project director.
- There is not broad support for a TAG from either POMMAR or USAID. The evaluation team recommends that the TAG's role and function be redefined and that individuals with the appropriate skill areas be invited to join.
- POMMAR should use its position and visibility to represent the constituent subgrantees at a regional and national level in order to disseminate lessons learned and increase pressure for public policy reform. This could take the form of publications and active participation on the national Forum. POMMAR urgently needs to develop indicators for institutional strengthening. If the small size of the POMMAR staff makes it difficult to carry out institutional strengthening directly, POMMAR might consider encouraging larger, better structured organization's to partner with smaller, weaker ones in single proposals that include mentoring elements for institutional strengthening.
- Any health activities that POMMAR and its subgrantees choose to support should fall within their overall framework of strategic objectives. Salary support for health

workers should be discouraged due to sustainability problems. Partnerships with existing NGOs and governmental agencies that provide health services should be sought out. Emphasis should be given to including services that offer family planning, gynecological services, prenatal care, HIV-AIDS prevention, and health education.

- The team believes that the concept of “family preservation” continues to be a worthwhile goal of the POMMAR project but recommends that it be broadened to include extended families and the community at large. Encouraging debate and discussion of this issue in order to define it better, such as through events, publications, and discussion within existing networks (such as the Pacto da Cidade), is worthwhile.

### **Comments on the Programmatic Areas**

The four programmatic areas cited in the original project design are appropriate, although the “gender issue” at-risk girls--is difficult to classify because it cuts across all other areas. Activities in all four areas should continue. Health activities, the only significant programmatic addition proposed in the extension, are a welcome addition but should remain within the context of existing categories. Where possible, these activities should include family planning and AIDS prevention and avoid providing “orientation” without provisions for access to services. Health activities should be held to the same standards of impact and sustainability as other activities. It therefore would be unwise to pay salaries directly with project funds. Instead, the team recommends stimulating collaboration between subgrant recipients and existing health programs.

Vocational training projects have the greatest potential to demonstrate direct impact and sustainability. Yet almost no systematic efforts have been made in the area of job placement (on-the-job training) and collaboration with the private sector. POMMAR should consider taking advantage of the local Partners network, as well as service organizations such as Rotary and Lions Clubs, to stimulate these activities.

Family preservation has been a very problematic area. Although POMMAR has been instrumental in placing family issues on the national agenda, it has not funded successful projects in this area. The concept of “family” may extended beyond the nuclear family to the extended family, family friends, and the community. Future efforts should concentrate on seeking out and supporting existing projects that incorporate work with families for the benefit of children and adolescents. POMMAR has avoided supporting projects aimed at individual family therapy and should continue to do so.

Projects for street girls face especially complex challenges. POMMAR has played a key role

in stimulating national debate on sexual exploitation, abuse, and violence and has supported important projects in the area. Many preventive projects aiming at at-risk girls are in operation, several with POMMAR support, and are demonstrating effectiveness. The issues surrounding girls who are involved in prostitution are more difficult, and successful projects are rare. Given the difficulty of working with this subgroup and the need for successful experiences, POMMAR should concentrate on supporting projects designed for these girls, even at a relatively high cost.

Projects aimed at affecting public policy face the greatest difficulties when challenged with demonstrating direct impact. Nonetheless, POMMAR's support was instrumental in getting more than 1,000 out-of-school children into public school. POMMAR should aim to play a larger role in disseminating at a national level the lessons learned from the projects being supported, as well representing constituent projects in the national debate through publications, participation in national forums, and sponsorship of events. The evaluation team agrees with POMMAR's decision to avoid activities for the defense of individual juvenile offenders; this responsibility is best left to the public sector. POMMAR should instead seek out projects in which adolescents participate as protagonists for their own rights. Also, projects with broad community support and consensus, such as the right to public school, are more likely to achieve earlier results than those concentrating on more complex issues, such as adoption.

## **II. INTRODUCTION**

### **A. Project Context: Situation in Brazil**

The problems of street children in Brazil have been reported widely in the press and analyzed extensively by social scientists. Although the problems are many and the issues complex, several points are clear. First, defining who the “street children” are is a difficult task because they appear to constitute a highly transient population. Second, although the number of children living full time in the streets of Brazil is relatively low, this group is only the tip of the iceberg: The number of youth at risk of living part or full time on the streets is much higher. Third, this at-risk population is subject to a variety of social ills, exploitation, and abuse, including disease, drug abuse, delinquency, prostitution, and human rights violations, including summary executions by police, drug gangs, and vigilante groups. Fourth, although a landmark and progressive law was passed in 1990 to defend the rights of children and introduce rehabilitative rather than punitive models, the institutions charged with enforcing the law are not yet capable of doing this job effectively. Finally, because at-risk youth have some connections to their families and communities, they can often be reached through a tenuous network of state, municipal, and nongovernmental service providers. Each of these points is particularly true in the urban areas of northeastern Brazil, the country’s poorest region.

Although a relatively large number of donors are financing activities to assist street children in Brazil, most of their funding is directed toward the Rio de Janeiro and São Paulo areas. Only a small portion of donor funding finances prevention activities in the three cities targeted under this project. In addition, most donor funding assists youth living full time on the street. Discussions with more than 30 nongovernmental and governmental organizations in Salvador, Recife, and Fortaleza revealed that programs that provide alternatives for at-risk youth from living on the street represent the single most important and necessary intervention in assisting street children in Brazil.<sup>1</sup>

The project was conceived by USAID/Brazil because of the precarious situation of children and youth in northeastern Brazil. In the three largest northeastern cities where the program is targeted, more than a million children are estimated to be at risk of illiteracy, disease, delinquency, substance abuse, prostitution, and human right violations. USAID/Brazil identified this area as a special objective within its strategic plan, citing as its goal “to improve the quality of life for at-risk youth in target areas.”<sup>2</sup>

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<sup>1</sup> USAID/Brazil, Abbreviated Project Paper, At-Risk Youth Project, Section III, May 1994, p. 2.

<sup>2</sup> Ibid

## **B. Project Description**

In May 1994, USAID/Brazil issued an RFA (request for applications) to provide support to both nongovernmental organizations and governmental organizations assisting at-risk youth ages 8-17 in three cities in northeastern Brazil. The competitive process resulted in the award of a two-year cooperative agreement (Number 512-0616-A-00-4010) to Partners of the Americas, a Washington based private voluntary organization, (PVO) to support Project POMMAR (Prevenção Orientada aos Meninos e Mininas de Rua). The agreement, signed September 30, 1994, was for a two-year activity. Modification Two, dated September 26, 1996, extended the project funding period to September 30, 1998 and amended the completion date from September 30, 1997, to September 30, 2000. The modification also obligated funds to September 30, 1998 and increased the total estimated cost to \$5,360,000.

The project was signed in September 1994 and, for various reasons, did not begin operation until November 1994. A long hiatus took place before the first subgrant was signed in April 1995.

The impact of POMMAR's operation to date is difficult to assess. Although the proposal was well written and knowledgeable, project implementation suffered from a serious lack of systematic selection criteria for subgrants and of indicators for monitoring project performance. This, together with delays in awarding the first subgrants, made it extremely difficult to demonstrate a concrete impact on the lives of children and adolescent beneficiaries. The evaluation could not rely on regular data sources to make judgments; the team's conclusions are based on anecdotal information and impressions based on interviews, documents, and site visits. Because POMMAR has changed its leadership, introduced new systems for reviewing subgrants, and established new evaluation and monitoring components, evaluating past performance was not a useful indicator of future performance. Since the grant has been extended to September 30, 1998, the future is of utmost concern.

Against this backdrop, the evaluation team developed its methodology for evaluating POMMAR from several perspectives. The first cut divided the project into three programmatic levels: overall strategy, project implementation, and project activities. The latter category was divided into four areas: vocational training, family preservation, sexual exploitation, and legal rights. The second cut looked at specific areas of responsibility. The team tried to answer three questions: What was done in each area? How was it accomplished? Was it appropriate? By analyzing this information, the team hoped to identify the lessons learned that are relevant for future planning.

### **C. Project Goal, Objectives, and Outputs**

The goal of the project is to assist young people in Salvador, Recife, and Fortaleza at risk of, or already involved in, delinquency, substance abuse, prostitution or sexual exploitation, and human rights violations.

The purpose of the project is to strengthen the capacity of NGOs and governmental organizations to:

- Provide preventive services to at-risk youth, especially vocational training support services to families of at-risk youth, through community-based family preservation efforts.
- Support market-oriented vocational training for young people.
- Provide preventive programs to girls and adolescent women at risk of sexual exploitation and support services to girls living on the street and young women involved in prostitution.
- Protect youth's rights and improve the administration of juvenile justice.

The original grant listed a series of objectives in each of the three program areas: prevention, sexual exploitation, and juvenile justice (Table 1).

**Table 1.**

**Objectives in Original POMMAR Proposal**

**Prevention**

- \* Strengthen or establish four vocational training programs
- \* Strengthen or establish three work-insertion programs
- \* Establish two community-based family support programs
- \* Produce one research study on community-based family support models
- \* Train NGO staff to provide prevention services to at-risk youth

**Sexual Exploitation**

- \* Strengthen or establish two shelters or group homes
- \* Strengthen or establish two health/counseling programs
- \* Conduct two educational workshops for girls and women at risk of sexual exploitation
- \* Train NGO and government organization staff in service provision to girls and women at risk of sexual exploitation

**Juvenile Justice**

- \* Strengthen or establish two programs for the promotion and protection of youth's rights
- \* Strengthen or establish one model juvenile delinquent rehabilitative program
- \* Train NGO and government organization staff in improved juvenile justice

The recent modification to the cooperative agreement further refined the objectives and indicators. Since the modification was effective immediately, the team wanted to include the revised objectives and indicators as part of the evaluation (Table 2).

**TABLE 2. OBJECTIVES AND INDICATORS IN POMMAR Extension**

<b>PROJECT OBJECTIVE</b>	<b>SPECIFIC INDICATOR</b>
Respond to real economic and social demands through support to local services which are relevant within local and global contexts	Total number of children reached through POMMAR funded activities (disaggregated by sex and age)
Influence public services and policies through advocacy, dialogue, and information dissemination	Change in residential status of children living or working in the street
Increase articulation and integration with other sectors through coalition building and working conferences	Sustainability of institutions supported by POMMAR in terms of local resource development and other donor support raised
Record and disseminate technical and institutional methodologies through monitoring and evaluation, documentation, and publications; Build synergy and linkages between multiple activities and initiatives; and build independence of NGOs through training and technical assistance that promotes impact and sustain ability	Influence on public policy formulation and reform at the municipal and state levels  School attendance and performance of children reached through project activities

## **II. EVALUATION DESIGN**

### **A. Purpose of the Evaluation**

The purpose of the midterm evaluation is to assess progress to date and evaluate whether POMMAR is structured and managed to achieve its objectives in the remaining years of operation. The evaluation will identify constraints to achieving project objectives and make recommendations for project improvement for the project's third year of implementation and for the projected extension.

The midterm evaluation was conducted in October 1996, approximately two years after the



official start date of the project.

## **B. Evaluation Team**

The evaluation team consisted of three persons. The team leader, Donald Whitson, MD, MPH, is a pediatrician and community health physician and director of primary health care for Esperanca, Brazil. Mario Volpi is a recognized national expert on children's rights. He played a key role in writing the Brazilian Child Rights Act of 1990 and frequently serves as a consultant to UNICEF/Brazil. Cathy Savino, MPH, director of the Displaced Children and Orphans Fund contract in Virginia, monitors and evaluates DCOF programs. All team members have experience in both working with children and conducting evaluations.

## **C. Evaluation Methodology**

The principal methodologies for the evaluation included document review, interviews with individuals and groups, and site visits. The team spent fifteen days in Brazil during October 1996. A team planning meeting was held to review the scope of work, develop a work plan, and prepare a conceptual framework for the evaluation. The evaluation team developed a questionnaire that it used to guide its interviews with subgrantees. Following that meeting, the team interviewed and met with staff from POMMAR, USAID/Brazil, and subgrantees. The team also held interviews with UNICEF and other relevant entities.

The team traveled together to Recife, Fortaleza, and Salvador for site visits. All members participated in all of the meetings. The purpose of the site visits was to see how the programs functioned and to better understand the problems faced by the NGOs and the children at risk whom they serve. (Appendix 1 provides a list of documents; Annex 5 continues the itinerary and lists of persons visited.)

## **III. EVALUATION FINDINGS**

### **A. Project Implementation**

In this section, the project is described through its implementing partners, first through USAID/Brazil, second through their Brazilian financial affiliate, Associação Brasileira dos Copanheiros das Américas (ABCA), and last through POMMAR, Partners of the Americas, and other donors.

## **1. USAID/Brazil Management**

USAID/Brazil, through the project officer for at-risk youth, manages the POMMAR project. Her role is to review the reports and workplans specified in the cooperative agreement. USAID also is responsible for authorizing subgrants. At times, USAID/Brazil was forced to assume the role of identifying potential subgrantees and soliciting proposals. There were two main reasons that USAID had to assume a management burden far in excess of its planned role. First, POMMAR failed to establish and apply clear criteria for subgrant selection. Second, many NGOs did not have the institutional ability to produce clear proposals. POMMAR provided little assistance to guide them. In some cases, POMMAR submitted the same proposal again and again, (once as many as nine times), without substantive changes. With the change in POMMAR management, the key players are in the process of redefining their roles. The team is confident that both USAID and POMMAR now have realistic and appropriate expectations of their roles and responsibilities and is optimistic that earlier difficulties will be overcome.

## **2. ABCA**

ABCA (Associação Brasileira dos Companheiros das Americas) is the Brazilian Partners organization that is to provide complete accounting and financial management for POMMAR and its subgrantees. The agreement specifies that "ABCA will provide training in financial management and accounting procedures to NGOs participating in the project." ABCA is well versed in USAID's documentation requirements. ABCA is based in Brasília, whereas POMMAR's office is in Recife.

Although ABCA has not conducted any systematic training, it stands ready to do so. ABCA appears to have offered training services and standardized accounting procedures, but POMMAR never implemented their suggestions due to a breakdown in communication. Meanwhile, there is no standard financial or programmatic reporting among NGOs, and no mechanisms are in place to join financial monitoring with programmatic monitoring.

One example of the effect of the lack of standard systems and procedures is the case of a subgrantee that used funds to pay stipends to volunteers of a third organization--an unacceptable situation from several standpoints. ABCA appears to have the experience and expertise needed to avoid such occurrences in the future.

To its credit, ABCA has performed well in disbursing funds in a timely fashion. The only exception was one case in which an NGO had to wait a month for a promised disbursement.

**Recommendation:** There should be a uniform system for collecting and reporting financial

data, specified dates for reporting, and a system for providing feedback to subgrantees. Because this information is integral to overall management of subgrantee activities, there must be close communication between the Brasília and Recife offices. POMMAR should ensure that this kind of information (what and how funds are spent) is reviewed by the project officer and reported to the project director.

### **3. POMMAR**

#### **a. Responsibilities**

As specified in the cooperative agreement, POMMAR's major responsibilities are to:

- Assist in the selection of subproject research, travel, and scholarship grantees.
- Ensure proper management of USAID/Brazil-approved subproject and research grants.
- Administer travel and scholarship grants.
- Provide or contract the services to provide technical training.
- Implement activities to strengthen networking and information exchange.
- Collect data and report on the status of project performance indicators.

To cover the three target cities, POMMAR had a professional staff of two, a project director and a project officer (whose original title, training coordinator, was changed to reflect increased responsibilities), along with an administrative assistant and a part-time information and communications officer. This ambitious configuration is only slightly different than that originally proposed. POMMAR's proposed "city teams" approach attempts to address the staffing shortage and may be flexible enough to provide necessary technical assistance.

#### **b. Management**

##### **1) Programmatic areas**

POMMAR has fulfilled some of its responsibilities completely, some in part, and some not at all. The major problems have centered around POMMAR's lack of organization and a lack of clarity regarding the project's purpose. Over the past two years, USAID tried to rectify some of the specific problems, but these efforts were relatively unsuccessful. POMMAR's first project director left the project in July 1996, and the new director began work on October 15, 1996. There is great optimism that the project will begin to function effectively. POMMAR's original proposal displayed both knowledge and skill in management and technical capacity building. Yet the current portfolio of subgrants and existing documentation reveal that very

little has been completed in a systematic fashion. There has been only limited evaluation and monitoring, and no criteria for choosing subgrants has been universally applied. During two years of operations, totaling \$1,438,360 in expenditures (as of 8/31/96) have been made, yet only scant information is available.

Oversight by Partners of the Americas has also been lacking. Both USAID and the evaluation team were struck by Partner's delay in replacing the project director once problems in project implementation had been identified. This delay has had a detrimental effect on the project, which is significantly behind schedule.

Despite a lack of leadership, the team recognizes the importance and valuable contribution of the individual members of the POMMAR team. POMMAR has given its subgrantees a great deal of attention and has followed their progress closely, albeit unsystematically.

Two areas warrant special attention.

a) Objectives and Indicators

The introduction to this report lists the objectives and indicators that were incorporated as part of the cooperative agreement. First, there were the original objectives, or outputs (table 1). POMMAR was largely successful in meeting these requirements. Since then, USAID and POMMAR have become proponents of more measurable and meaningful ways to assess impact. The second set of project objectives and specific indicators come from the POMMAR extension proposal of July 1, 1996 (table 2). In addition, there are main components of key indicators for overall efforts (p. 8 of the extension) and more indicators for each of the four work areas (pp. 9 and 14-18 of the extension). Since none of these measures is yet in place, the team believed it important to reiterate the need for a logical flow of information. The framework needs to be simple.

Objectives should be ambitious but attainable; they should be "strategic." For example, "respond to real economic and social demands through support to local services which are relevant within local and global contexts" (Table 2, p. 6) is too broad an objective; there is no way to measure POMMAR's success. The strategic objective should be within the program's sphere of influence.

Likewise, specific indicators should be measurable, and it should be clear which strategic objective they support. For example, where most children already live at home, the indicator "change in residential status of children living/working in the street" will be meaningless for most children. It will be hard to collect information and difficult to analyze the data. In cases where children already live on the street, this indicator may be useful, but the context needs to

be clearly defined.

b) Criteria for subgrantees

The original cooperative agreement lists many criteria for subgrants. The RFA also lists criteria that POMMAR used in its proposal. In all, 17 criteria are described in addition to the requirement that subprojects have achievable and measurable objectives (original proposal, p. 12). The extension proposal (p. 13) lists another seven characteristics that NGOs should possess. Suffice it to say that POMMAR has successfully outlined many qualities that it is seeking in its subgrantees. This is another area that needs clarification.

The team tried to identify the characteristics that separate subgrants that seem successful from those that clearly were not on target. Successful projects had community support, a purpose that was widely shared and supported and an orientation toward the future. Successful organizations, even those not providing direct services, could foresee the use or utility of their activities. Successful projects tended to use information to refine their activities, even if only their instinctive reaction to what they observed. Intangibles that contributed to success were the enthusiasm and pride of the people, both subgrantees and participants, in what they were doing. Many successful projects were also innovative; those that were traditional in their approach were open to new ideas and saw the function they served.

2) Financial management

POMMAR has not spent its funds as planned. The original budget called for an average spending of \$107,083<sup>3</sup> per month. Monthly spending to date has averaged \$56,746<sup>4</sup>. With another 13 month (9/96 to 9/97) in the current budget, POMMAR expects to spend the remaining \$1,321,583 on schedule. This means an average of \$101,660<sup>5</sup> per month--which is very ambitious considering the fact that the monthly average to date has been about half that figure.

The second part of any cost analysis looks at the cost-per-beneficiary ratio. USAID's Office of Procurement recommended a simple, bottom-line approach: Divide the cost to date by the number of beneficiaries. For USAID, this captures the cost of doing business and is useful in comparing programs. Another way to calculate the cost per beneficiary formula would be to

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<sup>3</sup>\$2,570,000/24 months=\$107,083.

<sup>4</sup>\$1,248,417/22 months = \$56,746.

<sup>5</sup>\$1,321,583/13 months = \$101,660.

divide the amount of each subgrant by the number of beneficiaries. There is no ideal cost per child, of course but this figure might be useful in comparing the effectiveness of one vocational training program, or income-generation project, over another. However, without a clear definition “direct beneficiary” and “indirect beneficiary”--as well as reliable data--it is not possible to attempt such calculations.

The team wants to express its concern about the rate of spending. One possibility at the end of a grant if a grantee has consistently underspent its funds, is an extension with no additional funding. Although a no-cost extension would allow for a longer-term focus for the income-generation projects and the policy areas, the team believes it is not a preferred solution. The team is concerned that additional administrative costs might be covered at the expense of the subgrants, which is an area that cannot afford further reductions in spending.

### **c. Strategies**

The project was designed to work through the following areas: subgrants, research, scholarships, training, and information dissemination. Because POMMAR's strategy places the most emphasis on subgrants, the team concentrated on that sector. Where possible, the team offered observations and recommendations on other areas.

The budget was divided as follows:

	Budget	Expended	Percentage of Total Budget Spent to Date
	10/94-9/96	(thru 8/31/96)	
Subgrants	\$1,205,705	\$415,723	34%
Research grants	\$ 50,000	\$ 7,864	16%
Scholarships	\$ 37,380	\$ 8,469	22%
<u>Training</u>	<u>\$ 99,334</u>	<u>\$ 21,857</u>	<u>22%</u>
Total	\$1,392,869	\$453,913	33%

- 1) subgrants: This is the main component of the cooperative agreement and the basis for most of the evaluation team's remarks and recommendations.
- 2) research grants: There were several areas of research that the cooperative agreement was going to address. There were grants for vocational training (p. 8), for community-based family support programs (p. 9), and other areas as

well. The defining characteristic of this research, however, was that it would be action-oriented. This point of view has not been widely supported; too many research grants appear to be methodology studies looking for a project.

**Recommendation:** Avoid research without an end user; methodology without actions that test it; networking without an objective; and databases without a clear, practical purpose, an end user, and a way to maintain them.

- 3) scholarships: The agreement envisioned that the travel and scholarship fund would support subgrants by providing for specialized training. In addition, three professionals were to travel to the United States each year to participate in training with U.S. partnership states and three U.S. consultants or volunteers from the U.S. partnerships were to travel to Brazil to participate in workshops and assessments.

Observation: The team was hard pressed to find any concrete results from the application of these scholarships. While the flexibility of the agreement allows for this type of training, great care should be exercised before planning these ventures. In the absence of solid educational experiences that can be readily applied, the funds might be better spent on subgrants.

- 4) training grants: The original proposal anticipated a wide variety of training grants. Each NGO was to be evaluated on an individual basis, and an inventory of training opportunities was going to be developed for each target city. The anticipated "training of trainers" approach has not materialized.
- 5) publications: The cooperative agreement calls for a quarterly newsletter to disseminate information on the POMMAR project. The suggested topics to be covered are criteria for subgrants, activities of recipients, other funding sources, and innovative strategies. Two issues were published in two years.

The extension proposal dated July 1, 1996, suggests additional means of disseminating information, including periodic journals, methodology and tool guides, use of the Internet, and a POMMAR brochure and presentation materials.

**Observation:** At this point, there is not enough information to be disseminated to the subgrantees. However, there soon should be, and the suggested topics are still valid. While it is time consuming and expensive to produce a quarterly newsletter, it is worthwhile if it can serve a useful function. Rather than aim for a quarterly, two or three times a year may be preferable.

**Recommendation:** Focus on publications when objectives and indicators are in order.

6) Other related areas

a) Working with local Partners organizations

The agreement emphasizes Partner's strong connection in developing public/private partnerships. In addition to its overall expertise, Partners in Brazil "is a formally constructed non-profit private association of 19 organizations." It was anticipated that these ties would lend themselves to technical assistance and training. This has not happened. The only obvious connection has been to ABCA. Other Partners groups have participated sporadically in some of the events in Fortaleza and Salvador, but these connections have not materialized as an overall strategy.

There is also mention of an advisory board to advise the project director on issues related to citizen participation, NGO networking, and programming U.S. professional and program innovation. No signs of life of the advisory board appeared.

Last, Partners Committees in Bahia-Western Pennsylvania, Pernambuco-Georgia, and Ceara-New Hampshire were to incorporate POMMAR activities into their workplans.

The new project director envisions a closer working relationship with other Partners organizations. He has already explored the local Recife Partners group, which he found to be an inactive organization with a primarily industrial focus. Several other possibilities are being explored, including the Partners Committees mentioned above.

**Observation:** Despite Partner's experience managing subgrants, working with street children is a new venture.

**Recommendation:** Allow the new project director maximum time to explore possible Partner affiliations, especially in the area of vocational training and job placement.



b) Working with other donors

The cooperative agreement states that POMMAR will draw on the expertise of other organizations to support its objectives, such as UNICEF, IDB, ILO, and the OAS.

Observation: The team had limited time and could not meet with all these groups. However, UNICEF, one of the most important donors, had positive feedback to give regarding POMMAR's influence. POMMAR's very important role in improving inter-institutional networking was cited repeatedly. This collaboration was clearest in events, conferences, and seminars carried out with POMMAR support, in which POMMAR staff were able to involve many donors, governmental organizations, and NGOs.

**Recommendation:** POMMAR should continue its strategy of collaborating with other donors.

c) Technical advisory group

The technical advisory group (TAG) is a group of four to six technical experts with expertise in the field of street children selected by USAID and POMMAR. The TAG is supposed to provide ongoing monitoring, evaluation, and consultation to POMMAR and visits to the subprojects and the Partners office in Recife twice a year.

Observation: The TAG has met twice, and never with its full complement of members. The team was limited in its ability to draw any conclusions about the impact of the TAG. It appears from the scant written documentation (no report on the second meeting was produced) and interviews with TAG members that the group has not been well utilized. POMMAR did not implement the TAG's recommendations in a systematic fashion, although POMMAR staff informed the evaluation team that some advice was followed informally. The second meeting was notable for the lack of advanced planning, and the TAG again was limited to making broad generalizations about the subgrantee programs not being documented. USAID staff whom the team interviewed said that the purpose of the TAG was not clearly defined and that they did not support its continuance without redefining its purpose.

**Recommendation:** There is not broad support for a TAG from either POMMAR or USAID. The evaluation team recommends that the TAG's role and function be redefined and that individuals with the appropriate skill areas be invited to join.

d) Institutional strengthening

Institutional strengthening is one of the project's primary objectives. Unfortunately, it is impossible to objectively measure POMMAR's impact, again, for lack of clear objectives and indicators. POMMAR supported some key institutional strengthening activities, such as financing strategic planning for Cedeca/Fortaleza and the Pacto da Cidade and technical consultants for CIELA and Terre des Hommes. In addition, POMMAR essentially "built" Bagunção from the ground up. The tremendous range of types and sizes of institutions receiving POMMAR's support implies an individualized approach to the institutional strengthening of each organization. Although nearly all organizations the team visited praised POMMAR staff involvement with their organization, institutional strengthening activities have been carried out in an ad hoc manner. Nearly all also cited the proposal development process as especially positive, and all mentioned the strategic importance that POMMAR's support had for their organizations.

The original proposal cites Partners' projected role and support for development of systems for financial reporting and training of institutions, but this did not materialize.

Observation: Since the institutional strengthening component is probably the aspect of the POMMAR project that most sets it apart from other projects and donors, this area deserves more attention. The new management team includes a project director with experience in institutional strengthening. Changing the title of the training coordinator to "project officer" and hiring teams of consultants with an emphasis on institutional strengthening in each city appear to be positive steps taken in this area.

**Recommendation:** POMMAR should use its position and visibility to represent the constituent subgrantees at a regional and national level in order to disseminate lessons learned and increase pressure for public policy reform. This could take the form of publications and active participation on the national forum. POMMAR urgently needs to develop indicators for institutional strengthening, perform a needs assessment for this area, and implement planned activities. The team suggests beginning with the institutional strengthening indicators developed by USAID Bureau for Humanitarian Response/Office of Private and Voluntary Cooperation (BHR/PVC) for its strategic plan. Last, if the small size of the POMMAR staff makes it difficult to carry out institutional strengthening directly, POMMAR might consider encouraging larger, better-structured organizations to partner with smaller, weaker ones in single proposals that include mentoring elements for institutional strengthening.

e) Geographic issues

It is clear that each of the three cities is important and has unique problems. POMMAR is supporting a number of innovative programs in each city, as well as others that are less successful. It would be appropriate for POMMAR to encourage natural linkages within organizations and between cities (such as helping disseminate Cedeca/Fortaleza's methodology to Cedeca/Bahia). The team agrees with the formation of city teams and believes that POMMAR should continue to work in all three cities.

**d. Extension specific issues**

Partners of the Americas submitted its request for a three-year project extension in June 1996. The team would like to address several areas presented in the extension proposal.

1) City teams

To maximize the impact of consultancies and manage them efficiently, city teams will be formulated for technical assistance and training in Recife, Salvador, and Fortaleza. The project director and project officer will oversee the teams, responding to both the organizational and technical needs of the NGOs. The teams in Salvador and Fortaleza will include a primary, part-time consultant from each of those cities who can help coordinate activities. This designated coordinator will be important in the event that the portfolio increases. The consultants will be chosen based on institutional strengthening skills rather than programmatic technical expertise. Other consultants will be contracted as necessary to respond to subgrantee needs.

**Recommendation:** The team concurs with the proposed approach, to use city teams in Salvador and Fortaleza to help coordinate project activities. This acknowledges the needs of the NGOs in those cities, sets up a clear link to the office in Recife, and may provide some consistency and regularity to communication. It is also a flexible mechanism that allows POMMAR to tap skill areas quickly.

2) Subgrants

The extension notes that POMMAR anticipates funding approximately nine new projects. In year I, there will be seven awards with an average grant amount of \$24,250 and two awards of \$50,000 (increased by 5% in Years II and III).

Two-thirds of the way through the original project, only 33% of the current budget of \$1,392,869 for subgrants and training has been expended. There is a outstanding balance of

\$355,522 owed to subgrantees in the current portfolio. The remaining \$903,404 is to be expended over the next 13 months, to September 30, 1997, when the original budget was to expire. This means that an average of \$69,500 per month will have to be spent. For October-December 1996, the expected expenditure is \$250,000 for the quarter. Some subgrantees are ready for their next disbursement, but it is doubtful that others will need funds so soon. The point is that there will have to be a higher rate of spending to meet this goal.

A second point is that some subgrantees said their grants in their view are too small to be effective. Larger amounts of money, in their view would have a greater impact on both their organizational capacity and their beneficiaries.

**Recommendation:** The team recommends that, where possible, the amount of grant money be tailored to the individual project and not held to an arbitrary ceiling.

### 3) Health

POMMAR has identified a need for health-related initiatives among the current population being served. It anticipates exploring the possibility of working in the area of health education, sexually transmitted diseases, AIDS prevention, and the prevention of childhood pregnancy.

Observation: The health needs of children at risk are often greater because of the circumstances in which they live and work. POMMAR should make it explicit that it would welcome health activities, especially in family planning and HIV-AIDS prevention. The team noticed that family planning has been neglected, perhaps because many of the subgrantees are church organizations. Especially in the program areas of girls vocational training, health activities would be a useful addition. Programs that provide only “family planning orientation” without ensuring access to services or that provide “AIDS prevention” in neighborhoods where there is no access to cheap (or free) condoms fail to meet the needs of youth.

**Recommendation:** Any health activities that POMMAR and its subgrantees choose to support should fall within their overall framework of strategic objectives. Salary support for health workers should be discouraged due to sustainability problems. Partnerships with existing NGOs and governmental agencies that provide health services should be sought out. Emphasis should be given to including services that offer family planning, gynecological services, prenatal care, HIV-AIDS prevention, and health education.

## **B. Programmatic Areas**

### **1. Vocational Training and Work Insertion**

The objectives in the original proposal were:

- Strengthen or establish four vocational training programs.
- Strengthen or establish three work insertion programs.

Proposed activities included using the Center for Population Options' life skills program materials, workers' rights, ongoing education, readiness for work training, career counseling, street educators, and research grants. The original proposal included the following "community components": business and union participation, children's business councils, safe work opportunities for young women, local government support, community database of job opportunities, and seminars for small and large businesses.

The evaluation team examined the following programs.

**a. Coletivo Mulher Vida--Recife**

Amount: \$58,579

Period: 21 months

Approval date: 1/19/96

What	How	Results and Appropriateness	
		Beneficiaries	Institutional
Market-based vocational training for at-risk girls in computer assembly, maintenance, and operation	Initial selection of girls in school using questionnaire probing for probable victims of physical and sexual abuse	Direct: 24 girls currently enrolled (will have 48 by project end)	Participation in two USAID-financed seminars: project planning and HIV-AIDS
Microenterprise development in computer assembly and sales, maintenance, and training to sustain training	Selection of participants with computer aptitude from larger group  Vocational training in computers	Indirect: hundreds of future girls trained once project is self-sustaining	Assistance from POMMAR in proposal preparation  Close accompaniment by POMMAR
Psychosocial support activities	Complementary readiness-for-work training, English, etc.  Multiplier plans for trained girls to train other girls  Setting up three microenterprise activities: assembly, sales, and service		

This computer project is part of a larger program for more than 600 girls at risk for domestic violence in nine neighborhoods. The girls participating in the computer project were selected from a larger group based on aptitude, and most have finished secondary school. The project has a high chance for financial sustainability, though the projected time frame appears to be overly optimistic. The project would likely benefit from close monitoring and possibly a modest funding extension to ensure sustainability.

**b. Projeto Suzuki, Paróquia S. Sebastião--Recife**

Amount: \$1,600

Period: short-term

Approval date: 9/20/95

Note: Not directly observed by the evaluation team. POMMAR financed short-term assistance for strategic planning.

**c. Feasibility study, Pacto da Cidade--Fortaleza**

Amount: \$10,620

Period: 3 months

Approval date: 10/23/95

The Pacto da Cidade is a network of governmental organizations and NGOs formed to deal with the problem of sexual exploitation of girls, including sex-tourism.

The feasibility study financed by POMMAR was aimed at identifying market-based approaches to vocational training in Fortaleza. The study concluded that there are many viable opportunities for microenterprises in the area of contracted services, such as finishing clothing (for example, adding lace to lingerie), bicycle delivery services for video rental stores, preparation and delivery of prepared breakfast baskets for bakeries, and so on. The study results apparently helped Terre des Hommes prepare their proposal and are being studied by various members of Pacto da Cidade (including FEBEM-CE).

**d. Terre des Hommes--Fortaleza**

Amount: \$30,280  
 Period: 22 months  
 Approval date: 1/19/96

What	How	Results and Appropriateness	
		Beneficiaries	Institutional
Market-based vocational training for girls victims of sexual exploitation and abuse	Purchase of sewing machines and supplies	Direct: 24 girls directly involved in the course	Support in preparation of proposal
Microenterprise development to sustain training activities	Readiness for work training	Indirect: 65 girls admitted to the shelter annually and hundreds of future participants in the program once it becomes self-financing	Extra funding for diagnostic study of team training needs
	Training in sewing and T-shirt making		
	Setting up a market-based micro-enterprise to supply T-shirts for sale in formal sector		

This program works with the most difficult population group of all: girls already on the street who are victims of violence, abuse, and sexual exploitation. For this reason, it might be expected to have a higher cost per beneficiary than other projects that focus on prevention. POMMAR's support is restricted to the clothing manufacture project within the context of Terre des Hommes' shelter for girls. This project would benefit from some intensive institutional development in the area of business planning and monitoring.



**e. ABC do Desejo (Projeto Axé)--Salvador**

Amount: \$5,000  
 Period: 6 months  
 Approval date: 8/7/95

This grant was a short-term research study investigating methodologies for preliteracy training of street kids. The evaluation team did not review this project.

**f. StampAxé (Projeto Axé)--Salvador**

Amount: \$132,000  
 Period: 28 months  
 Approval date: 4/25/95

What	How	Results and Appropriateness	
		Beneficiaries	Institutional
Vocational and readiness-for-work training in silk screening for adolescents	Purchase of quality silk-screening equipment and supplies	Direct: 20 ex-apprentices hired in the unit; 40 apprentices trained	Purchase of high-quality equipment for the enterprise
Establishment of microenterprise for sale of products	Readiness for work, vocational training, and after-school support	Indirect: 200 students introduced to silk-screening; future students and apprentices of self-sustaining enterprise; and future participants once the activities are self-financing	Salaries for trainers while enterprise is becoming viable
	Enterprise for sales of products in formal sector (wholesale and retail)		No significant impact on management

The Pelourinho Unit of Projeto Axé also includes vocational training and production of ready-to-wear clothing, production of home-decorating products from recycled paper, and four small retail stores (now being installed). The POMMAR project represents approximately 10% of the total budget of the Pelourinho Unit and a much smaller part of Projeto Axé as a whole.

Because the Pelourinho Unit has been in operation for only three months, it is impossible to evaluate its impact. It is hoped that this project will achieve a high degree of self-financing by the end of POMMAR financing.

The project would benefit from financing for a market study (to be carried out by SEBRAE) as well as continued salary support for trainers while the enterprise works toward sustainability.

**g. Grupo Cultural Bagunçaço, Swing da Lama --Salvador** (original proposal was in partnership with Paróquia S. Jorge, revision/extension is alone)

Amount: \$58,920 (of which only \$34,517 was disbursed and spent)  
 \$60,246 revision/extension under consideration  
 Total will equal \$94,763 (includes unspent funds from first project) over 2 years if revision/extension is approved.  
 Period: 12 months (revision/extension for another 12 months)  
 Approval date: 10/22/95 (revision/extension will probably begin 11/96)

What	How	Results and Appropriateness	
		Beneficiaries	Institutional
<p>Improve self-esteem and employment possibilities for adolescents in an extremely poor neighborhood by training them as musicians</p> <p>Formation of professional band for financial sustainability</p>	<p>Purchase of equipment for percussion band</p> <p>Vocational training in music for youth.</p> <p>Selection of youth that form their own band (no individuals)</p> <p>Sustainability through musical productions by hiring a professional producer</p> <p>Psychological and social support for involved youth</p> <p>Institutional strengthening through POMMAR</p>	<p>Direct: 190 adolescents from extremely poor neighborhood</p> <p>Indirect: Thousands of future adolescents that will participate once the activities are sustainable: thousands of youth from the neighborhood who are influenced by the fame and prestige of the band</p>	<p>Creation of a viable institution</p> <p>Professionalization, documentation, and systematization of virtually all aspects of the organization</p>

This is an extremely small, incipient organization. POMMAR is its only institutional funder.

The area of influence is an extraordinarily poor neighborhood of Salvador, even by Brazilian standards. A unique characteristic of the organization is that it works with self-defined groups that form individual bands; that is, Bagunçação is a collection of bands. With POMMAR's support, there is an excellent chance of sustainability. The organization counts on a large network of collaborators and partners. Through local private contacts, the group has acquired a "mobile stage"-- a refurbished bus. The organization urgently needs about \$10,000-\$20,000 (not included in the revision/extension proposal) to purchase sound equipment that will allow them a chance at sustainability. Bagunçação's methodology is replicable given a minimal initial investment in equipment.

**h. Organização de Auxílio Fraternal (OAF)--Salvador**

Amount: \$49,668

Period: 12 months

Approval date: 2/19/96

What	How	Results and Appropriateness	
		Beneficiaries	Institutional
<p>Provide vocational training, school support to youth in production and maintenance of hospital equipment</p> <p>Enterprise development for sustainability</p>	<p>Market studies and consultancies to investigate technology and market for products</p> <p>Design and fabrication of prototypes</p> <p>Youth selected for vocational training by community-based workers based on need after readiness-for-work training in the community</p> <p>Youth selected for aptitude in this project area based on standardized testing and interest</p> <p>Training activities involving school reinforcement and vocational training</p> <p>Enterprise established for large-scale production and contracts for maintenance services</p>	<p>Direct: 75 youth to be trained during project life</p> <p>Indirect: Future youth if project achieves sustainability;</p> <p>Improved hospital care through purchase and maintenance of low-cost equipment</p>	<p>Studies of market and feasibility of production of hospital equipment</p> <p>Purchase of class materials</p> <p>Payment of instructors until unit can gain a degree of sustainability</p> <p>Little or no impact on institutional strength or management</p>

OAF is an enormous organization with training facilities involving 1,600 adolescents and large-scale industrial production facilities. POMMAR's support represents less than 0.3% of OAF's total annual budget. However, POMMAR support was instrumental in launching this creative proposal, which has a high chance of achieving sustainability will benefit the participating youth, and will also provide an opportunity to improve health care in Brazil by offering inexpensive alternative hospital equipment and maintenance. Training is under way, but full-scale production has not begun due to delays in government inspection of the facilities.

# **I. Associação das Comunidades de Mata Escura e Calabetão (Acopamec)--Salvador**

Amount: \$46,481

Period: 24 months

Approval date: 10/22/95

What	How	Results and Appropriateness	
		Beneficiaries	Institutional
Provide vocational training for youth in auto mechanics and electricity for construction	Purchase of equipment for training	Direct: 64 adolescents during project life	Purchase of high-quality equipment made training in these areas possible
Achieve sustain ability through the sale of services	Youth selected by community-based street educators according to need	Indirect: Hundreds of adolescents in future courses once activities are self-financing	Possibility for self-financing activity (other training activities do not generate revenue)
	Two-year training courses include readiness for work and school reinforcement		Increased credibility in community, as this is the first training activity directed mainly at boys
	Professors are donated from OAF		Little impact on institutional strength or management

Acopamec is another large, well-structured institution, with 1,500 children and adolescents involved in programs. POMMAR's funding represents only about 15% of Acopamec's total budget, though it represents a significant contribution to their vocational training center. Delays in locating suitable professors delayed project start-up, making it impossible to evaluate the impact on participants. This project has a high probability of being able to achieve a significant degree of self-financing, and plans are under way for trying to achieve this. Health services are being provided to participating youth by Acopamec, but family planning and gynecological services are not available.

## **j. Observations and Recommendations**

Market-based vocational training shows promise as a technique for providing worthwhile services to at-risk youth. Many programs receiving funding appeared to have good prospects for a high degree of financial sustainability in a very short time. There is some overlap between vocational training and the other programmatic areas of family preservation (income generation) and girls. Programs incorporating workers' rights and job safety, mentioned in the original proposal, were not observed by the team. The market study performed in Fortaleza appeared to have led to concrete results for Terre des Hommes as well as for other governmental organizations and NGOs in Fortaleza (FEBEM-CE, for example). None of the observed projects had a consistent, organized work-insertion component.

The total number of direct beneficiaries was 461, with a total investment of \$411,771. Of course, it is inappropriate to calculate the average cost per beneficiary because all of the subgrant projects have high start-up costs related to the purchase of equipment and development of methodologies. Most will reach a high degree of financial self-sufficiency shortly, so recurrent costs will be much lower.

Although the original proposal included many excellent ideas expressed as "community components," none has been put into practice. In addition, there is an urgent need for impact indicators (for example, formal school pass rate, percentage of trainees finding employment).

The team observed that the prolonged discussions of Pacto da Cidade in Fortaleza actually delayed the implementation of vocational training in that city. The general conclusion could be drawn that networks are not efficient at decision making and priority setting unless they have clear objectives and direction. It appears that Pacto da Cidade is still defining its role.

**Recommendations:** As in all other areas, there is an urgent need for impact indicators. Pass rates in formal school and the percentage of youth who find jobs after vocational training are suggestions.

Subgrants for vocational training that strive for some degree of financial sustainability should have a longer-term focus (or extension should be based on performance) to help guarantee sustainability of the programs.

It would be interesting to encourage some form of work insertion in the projects. This might be approached through service organizations, including the Partners of the Americas network, or others such as Rotary, Lions, or chambers of commerce. Ideas mentioned in the original proposal but not applied, such as labor union contacts and networking, are also worth pursuing.



Only one project, Bagunçação, did not have a requirement that children participating in vocational training be in formal school. Bagunçação claims that there are insufficient school slots in the neighborhood. POMMAR could encourage organizations working in policy (such as CEDECA/Bahia) to attempt to replicate the methodology being applied by CEDECA/Fortaleza in getting kids back into formal school.

Vocational training programs present an excellent opportunity for integration of health-related activities (see above for recommendations regarding health activities). Integration of health activities should be encouraged in proposals for extension of current grants.

## **2. Family Preservation**

The objectives in the original proposal were:

- Establish two community-based family support programs.
- Produce one research study on community-based family support models.
- Train NGO staff in providing prevention services.

The project proposed that subgrant recipients would form a network of referral services and carry out needs assessments as necessary. An extensive list of components were to be encouraged, including crisis centers, family reunification support, hot lines, and legal assistance. In addition, the research grants were to identify “risk and protective factors for families...[as tools for] ...self-diagnosis” (p. 9).

### **a. Needs Assessment, CIELA--Recife**

Amount: \$39,829

Period: 3 months

Approval date: 3/7/95

The purpose of this subgrant was to investigate methodologies for use in the area of family preservation. The study found that no existing projects in northeastern Brazil have family preservation as their focus. The study recommended the creation of networks of existing service providers that would introduce the family as a focus in their activities.

**b. Pina Community, CIELA--Recife**

Amount: \$103,000

Period: 22 months

Approval date: 1/26/96

What	How	Results and Appropriateness	
		Beneficiaries	Institutional
<p>Provide support for families in the Pina neighborhood</p> <p>Develop and document a methodology for family support</p>	<p>Form a local network of existing governmental organizations and NGOs</p> <p>Stimulate the inclusion of the family at the center of the agenda of all participating organizations</p> <p>Document and disseminate the methodology for strengthening families</p>	<p>Direct: None</p> <p>Indirect: 821 families receiving service of organizations participating in the network</p>	<p>POMMAR supported initial research on family support methodologies done by CIELA, which provided some technical expertise</p> <p>Support in proposal elaboration</p> <p>Little or no impact on financial or programmatic management</p>

The evaluation team heard repeated comments about how events sponsored by POMMAR were successful in drawing attention to the issue of the family as a focus for at-risk youth.

The CIELA study was disappointing because it failed to locate programs focusing on family preservation and therefore failed to clearly point to practical considerations that would be of use in developing family preservation programs. The Pina neighborhood project (CIELA) is the only subgrant classified as "family preservation." A project proposing a very similar methodology (formation of a network of existing services) was initially approved in Fortaleza and later withdrawn due to institutional problems. CIELA is primarily a research organization and expressed some discomfort with its role in project implementation. The Pina project is significantly behind its time table because of difficulty obtaining agreement on appropriate

ways to spend project funds (\$40,510) destined for stipends and income-generation activities.

The total funding for subgrants classified as family preservation has been \$142,829. There have been no direct beneficiaries, and indirect beneficiaries number 821 (beneficiaries of organizations that participate in the Pina network).

Note that since CIELA has only a small permanent staff (less than five people), “institutional strengthening” as an activity (as defined in the POMMAR project) would not be very rewarding. Any institutional strengthening should be directed at the participants in the Pina neighborhood network.

**c. Casa do Pequeno Nazareno (Maria Isolda)--Fortaleza** NOTE: FUNDING WITHDRAWN

Amount: NA

Period: NA

Approval date:NA

**d. U.S. Study Trip--Recife, Fortaleza, Salvador**

Not financed by POMMAR (funding from SUNY)

Period: April 1-22, 1995

Representatives of CIELA, Recife, Pacto da Cidade, Fortaleza, and Projeto Axé, Salvador visited projects in Atlanta and Los Angeles involved in family preservation. No project financed by POMMAR modeled its methodology based on information gathered during the trip, although participants from CIELA and Projeto Axé informed the evaluation team that the trip provided them with many ideas for their programs.

**e. Subgrants classified elsewhere with elements of family preservation**

CEDECA/Fortaleza--right to public school. Families were required to fill out a form stating that their child was unable to find a space in public school.

OAF-Salvador--Community-based educators support families of youth enrolled in vocational training.

Acopamec-Salvador--Community-based educators support families of youth enrolled in vocational training.

Centro de Estudos da Família (CEF)-Fortaleza--Community-based vocational training for at-risk girls works with the community as a whole to support nuclear and extended families for the benefit of girls enrolled in vocational training.

Terre des Hommes-Fortaleza--Community-based workers work with extended families to find shelter for children and adolescents enrolled but without a home.

## **f. Observations and Recommendations**

It is interesting that no institutions focusing on family preservation were identified in the CIELA study. Perhaps the definition of family preservation activities should be broadened beyond a focus on nuclear families to include the extended family and the community at large. With the exception of events sponsored by POMMAR, no subgrant recipient appears to be specifically addressing the issue of family preservation.

In spite of the findings of the CIELA study, the team was informed of activities being carried out by other programs that may be interpreted as “family preservation.” These especially include home visits by street educators and outreach workers that serve as the link with youth enrolled in other programs (the Pina public school or vocational training at Projeto Axé or OAF, for example). These workers apparently work with families to resolve home-related problems that affect the child’s attendance or performance. Neither the specific methodologies employed nor measures of their effectiveness were observed by the team.

Many projects assisting children and adolescents already in the street pointed out how the often extremely dysfunctional families of these children contribute to the children’s problems. Activities that have aspects dealing with families fall into three broad categories:

1. Prevention programs for at-risk youth still at home that perform home visits when problems arise. These programs include several of the vocational training programs, such as Projeto Axé, OAF, and Terre des Hommes (not specifically the program for girls).
2. Programs that work to find alternative placement for children (often those already on the street) whose nuclear families are irreparably dysfunctional. These programs include Cendhec (formalizing adoption/foster care) and Terre des Hommes (placement with extended families).
3. Activities that work with communities at large that attempt to reintegrate children and adolescents already in the street, though not necessarily by reuniting them with their original nuclear families (Centro de Estudos da Família).

It is of note that the team was not informed of any programs whose focus included efforts to reconstitute the nuclear families of children and adolescents already on the street through activities related to family therapy. The evaluation team believes that POMMAR was correct in avoiding projects attempting to work in this area.

**Recommendations:** The team believes that the concept of “family preservation” continues to be a worthwhile goal of the POMMAR project but recommends that it be broadened to include extended families and the community at large. Encouraging debate and discussion of this issue in order to define it better, such as through events, publications, and discussion within existing networks (such as the Pacto da Cidade), is worthwhile.

POMMAR should encourage proposals from organizations with programs for family strengthening and should continue to avoid projects focusing on therapy for individual nuclear families unless they present unusually promising cost-effective and replicable methodologies.

### **3. Prevention of Sexual Exploitation of Young Girls Area**

The objectives in the original proposal were:

- Strengthen or establish two shelters or group homes.
- Strengthen or establish two health/counseling programs.
- Conduct two educational workshops for girls and women at risk of sexual exploitation
- Train NGO and government organization staff in service provision to girls and women at risk of sexual exploitation.

POMMAR’s support of campaigns and community mobilization was successful in placing the theme of sexual exploitation in national debate, in calling attention to sexual exploitation as a serious violation of the rights of the child and adolescent, and in placing responsibility on the elements of society who through action or inaction collaborate to allow sexual exploitation to take place.

**a. Centro de Estudos da Família --Fortaleza (CE)**

Project: Decentralized program providing services to at-risk girls.

Amount: \$86,000

Period: 24 months

Approval date: 04/29/96

What	How	Results and Appropriateness	
		Beneficiaries	Institutional
Develop program and training curriculum and provide support to five community-based programs for at-risk girls	<p>Training monitors and community leaders in subjects dealing with at-risk girls</p> <p>Develop evaluation criteria for performance of participating agencies</p> <p>Hold monthly meetings with communities to identify common solutions for problems of at-risk girls</p> <p>Support payment of teachers and monitors;</p> <p>Purchase equipment for vocational training of the girls</p>	<p>Five community organizations providing direct services and improving the quality of those services</p> <p>200 girls given most immediately needed services</p> <p>80 community leaders trained to work with girls' families</p>	<p>Improve the relationship between Centro de Estudos and the communities</p> <p>Increase the size of the team</p> <p>Improve methodologies for working with families of at-risk girls</p>

The project documentation makes it clear that the main purpose of POMMAR's work with at-risk girls is to support services of a preventive nature, that is, to prevent girls from becoming involved in prostitution as a strategy for survival. This includes services for rebuilding a life plan for those girls already involved in sexual exploitation.

It is important to emphasize that this area cannot be treated separately, since it cuts across the other programmatic areas. At-risk girls must be viewed as a special population that programs for family preservation, vocational training, and legal rights all must focus on.

For this reason, the observations and recommendations made in this section are based on the above program as well as the team's observation of the programs of Terre des Hommes and Coletivo Mulher Vida.

The team observed that programs working in prevention are using proven methodologies, are relatively efficient, are producing concrete results for the girls, and offer the possibility of replication. Unfortunately, this is not the case for programs working with girls who are already more deeply involved in the process of sexual exploitation and the breakdown of family ties and community-accepted values. Those interviewed agreed that work with girls already in the street and surviving by prostitution is extremely more complex than work in prevention.

The team understands that this greater complexity should lead the project to be more flexible in its evaluation criteria in relation to these types of projects. The team was struck by the fact that the preventive programs observed were better structured in every way (technical team, activities, physical facilities).

The one program visited that dedicates itself exclusively to girls already on the street is in urgent need of remodeling its facilities to create a home-like environment.

The lack of adequate facilities to which at-risk girls can be referred appears to be a very urgent problem. The team believes that future support in this area should extend the projects already being supported as well as give priority to initiatives that work directly with girls already involved in sexual exploitation. The team suggests that programs working with this more complex subgroup of at-risk girls be encouraged to incorporate successful methodologies drawn from prevention programs and that they carry out directed activities such as vocational training, defense of legal rights, and supporting extended families and communities.

The team also recommends that future support in this area be combined with support for institutional strengthening of programs where girls can receive services with dignity. Campaigns and community mobilization played key roles in the early stages of the program. In the future, these will be without purpose unless they are accompanied by efforts to consolidate the requirement for matching funds.

POMMAR should encourage the appropriation of lessons learned from the other programmatic areas (family preservation, vocational training, and rights) as instruments for the reintegration of at-risk girls into society.

**b. Cendhec - Centro D. Helder Câmara de Estudos e Ação Social --Recife**

Project: Foster care/adoption on Ilha do Chié

Amount: \$57,986

Period: 21 months

Approval date: 1/19/96

What	How	Results and Appropriateness	
		Beneficiaries	Institutional
Social and legal services for at-risk families with informal foster children	Case-finding in one neighborhood	Direct: 30 children having their adoption situation formalized, and giving them access to the rights conferred by the adoption	Improving the quality of legal intervention and producing a new approach to formalizing adoptions by poor families providing informal foster care
	Contacts with judiciary to facilitate cases of formalization of adoptions	19 families supported	Addition of social worker and psychologist to team
	Training of families with respect to the rights of the child and adolescent	Possibility of facilitating cases and production of methodology for facilitating for other families	Possibility of creation of new body of jurisprudence
	Psychosocial support to families		



**c. Centro de Cultura Luís Freire**

Project: Monitoring policies and programs in the area of children and adolescents

Amount: \$25,000

Period: 10 months

Approval date: 04/01/96

What	How	Results and Appropriateness	
		Beneficiaries	Institutional
Develop a databank cataloguing existing services for at-risk children and adolescents in metropolitan Recife	<p>Form a joint coordinating team between Cendhec, a second NGO (ETAPAS), and the Rights Councils</p> <p>Study secondary information sources for existing information</p> <p>Perform a census of existing programs</p> <p>Research, by sample, of children and their demands and needs for services</p> <p>Set up a network of computers between the Rights Councils for access to the resulting database</p>	<p>Since the project is starting, no direct beneficiaries at this moment</p> <p>Potential for the project to offer information to the Rights Councils of the 15 cities of the region, allowing them to formulate better public policies for children and adolescents</p>	<p>Strengthen the organization with regard to assistance to mobilization for the defense of rights</p> <p>Develop knowledge about children and adolescents</p> <p>Improve the team</p>

**c. CEDECA/Fortaleza, Centro de Defesa da Criança e do Adolescente da Região Metropolitana de Fortaleza**

Project: 1. Education: make your rights count  
2. Database of homicides of children and adolescents

Amount: \$28.253

Period: 12 months

Approval date: 20/29/95

What	How	Results and appropriateness	
		Beneficiaries	Institutional
Take judicial action in cases that violate the rights of children in order to guarantee those rights.	Contacts with community leaders and identification of groups interested in discussing questions relating to children's rights	1,400 children have been given access to school since 1996	Strengthening of the presence of CEDECA in the community
Make society and the public authorities assume responsibility to protect children's rights	Short-term training for communities in the area of the rights of children	Government approval for construction of three new schools.	Increased visibility for CEDECA
	Community-wide campaigns to determine the number of school-age children unable to enroll in school due to lack of vacancies	Increase in the capacity of the community to affect public policy	Development of an intervention methodology that guarantees children's access to school
	Negotiate with the Secretary of Education to create vacancies		Increase in the size of CEDECA staff
	Involvement of the Judiciary and Public Ministry		

	<p>Identification of adolescent homicide cases, that have not received adequate attention by the authorities or judiciary</p> <p>Identification through the Medico-legal Institute of cases of homicide where victims are under 18 years of age</p> <p>Creation of a computer database to track cases from the police investigation through the trial and judgement</p>	<p>Legal assistance to families whose children have been murdered</p> <p>Breaking the cycle of impunity that protects the killers</p> <p>Making the government responsible for the public safety of all citizens</p> <p>Raising the awareness of society to the lowering of the value of life that provides cover to the killers of children and makes the acts appear normal</p>	<p>Development of a methodology for following-up investigations into the homicides of children</p> <p>Support for the development of a multi disciplinary team in CEDECA.</p>
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**d. Centro de Defesa da Criança e do Adolescente da Bahia.**

Project: Activities for prevention, combat, and repression of child sexual Exploitation.  
 Amount: \$48.000  
 Period: 12 months  
 Approval date: 01/19/96

What	How	Results and appropriateness	
		Beneficiaries	Institutional
Combating the various forms of violence against children and adolescents	Organize events to study the issue, elaborate strategies, and mobilize communities	3,658 reports of abuse, neglect, and sexual exploitation received attention between 1995 and 1996.	Through activities carried out to combat sexual exploitation, POMMAR and CEDECA/Bahia were strengthened as institutions and increased staff skill in planning and administration.
	Organize a database with legal, psychosocial, bibliographic, and other necessary information.	119 investigations were concluded	
	Dissemination of information through pamphlets, publications, and Internet.	A special police unit was created to deal with child abuse, neglect, and exploitation.	
	Contacting children and families to study the characteristics of perpetrators and victims and referral to appropriate social services.	A newly-formed court that judges crimes committed against children and adolescents.	

The area in the original project called "Rights of Youth and Juvenile Justice" mixed one area of intervention (defense of rights) with another more specific one (juvenile offenders). After observing the programs supported by POMMAR, it was apparent that greater emphasis was given to legal rights. There were no specific projects supporting the area of juvenile offenders. However, some Defense Centers noted that they carry out activities protecting juvenile offenders. Since the responsibility for the application of corrective and socio-educational measures to juvenile offenders rests with the government, the evaluators consider this option to be correct.

Since the program was designed to support NGOs, support should be directed at activities specific to the defense of legal rights, excluding activities specializing in juvenile justice.

Where it has supported programs, POMMAR's activities in the defense of legal rights have had a significant and important impact on public policy. The most evident case is that of CEDECA/Fortaleza's project in Educational Policy. Nevertheless, the necessity of promoting this intervention strategy is important, since other organizations supported by POMMAR did not cite the possibility of a more objective intervention in public policy.

Activities with the support of the Defense Centers should continue. By stimulating them into more concrete judicial and social action, social and collective rights will be enhanced. The CEDECA/Fortaleza experience should be replicated. It illustrates that, when dealing with rights about which there is a broad consensus in society (as in the right to basic education), one is able to mobilize a greater number of people to guarantee them. Beginning with these themes and gradually expanding to other more controversial ones, is the more appropriate strategy than beginning with complex issues that are discouraging due to the delay in attaining concrete results.

Another activity considered of great relevance and high impact is the "popularization" of rights. This consists of offering the community information, follow-up, and supervision on cases that attempt to guarantee their rights. The Defense Centers should not restrict their actions to the physical space of their offices. They should be active in the community, supporting community members in their demands and in their capacity to improve public services that make the rights established by law a day to day reality.

In addition, POMMAR has a role in fostering the inclusion of local programs in a wider nationwide network of action. Efforts need to be made to facilitate the participation in state and national forums by organizations and projects receiving support from POMMAR. Through their participation organizations receiving support can influence public policy, such as CONANDA (the national council for the rights of children and adolescents) and others. Support for the National Forum for Defense of Child and Adolescent Rights (o Fórum Nacional de Defesa da Criança e do Adolescente-Fórum DCA) should be considered. Even though its headquarters is outside the municipalities included by the POMMAR project, it could make a significant contribution at a national level to dissemination of important lessons.

The evaluation team noted the absence of any program that directly involved adolescents in the defense of their own rights. Promoting the direct participation of youth could be an efficient and effective way to get assistance and educate at the same time.

Projects that aim to set up computerized systems, databases, studies, and other like interventions should clearly specify the practical usefulness of the product, be it the improvement of services or as a basis for formulation of public policy.

In the tables above, “results to beneficiaries”, the indicators of the results are practically nonexistent. When they do appear, they are precarious and do not reveal the contribution of the activity to the solution of the problem in which they intend to intervene. POMMAR could provide an important contribution to this problem by providing technical assistance in setting up simple operational systems for monitoring a set of easily verifiable indicators. As institutions become stronger these indicators may become more complex in order to better measure the true impact of programs.

In the original proposal training of Rights and Guardianship Counselors is mentioned, but scarcely appears among the programs receiving support. Since this deals with those with a high potential for influencing public policies, specific training would be extremely strategic, as long as it were done through a systematic program, structured and planned with the possibility of easy verification of the program's impact.

#### **f. Recommendations**

The evaluation team offers the following recommendations:

- Support the inclusion of local programs in networks with wider nationwide impact, for example by supporting the participation of local programs in state and national forums.
- Encourage the Centros de Defesa to play a more significant social and legal role in collective and social rights.
- Strengthen programs that inform the population of their rights, that track legal cases attempting to guarantee these rights, and that provide information to the community about these cases.
- Encourage programs for the defense of legal rights in which the adolescents themselves are involved.
- Make explicit the practical value of computer systems, data banks, situation analyses, and other similar activities.
- Support the training of members of the Rights Councils and Guardianship Councils as

social agents with a high potential for changing policies, either by creating them as in the case of Rights Councils, or through enforcing them and making them accessible as in the case of Guardianship Councils.

- Provide technical assistance for setting up a simple, practical monitoring system with a set of easily verifiable indicators.

#### **4. Observations and Recommendations for Programmatic Areas**

Programs providing direct services make diverse and significant contributions to the needs of at-risk children and adolescents, and POMMAR is an important partner in these programs. Even institutions receiving only a small percentage of their overall budget from POMMAR insisted on highlighting the great impact of POMMAR supported activities on their other activities.

POMMAR should continue to work in all four programmatic areas already defined. However, the cross-cutting nature of the theme of “combating sexual exploitation” and gender issues demand that POMMAR consider restructuring the division of programmatic areas.

There is a necessity for greater sharing among NGOs of methodologies and lessons learned. National forums, publications, or informal arrangements could provide an opportunity for such collaboration.

## ***APPENDICES***



## Documents Reviewed

### Background

Connolly, Mark; Ennew, Judith; Children Out of Place, *Childhood, a global journal of child research* 3:2 p. 131-145, May, 1996

Lusk, Mark W., Street children of Rio de Janeiro, Paper presented at the World Congress of Sociology, Madrid, Spain, July 10, 1996

### Partners of the Americas (POA)

- Proposal, undated

### Partners/POMMAR

- Semi-annual Report Oct 95-April 96, dated July 1, 1996
- Annual plan 1996, undated
- Workplan 1996-1998, dated May 31, 1996
- Individual subgrantee summaries prepared by POMMAR
- Report of Grants/Contracts Expenditures, dated August 31, 1996
- Proposal for Extension FY98-FY00, dated July 1, 1996
- Partners/POMMAR response to inquiries from USAID Office of Procurement dated July 24, September 9 and September 23, 1996
- Modification No. 2, dated September 26, 1996

### USAID

- RFA 94-001, dated May 1994
- Results Review and Resource Request dated March 1996

### Interamerican Development Bank (IDB)

- IDB Program document for Northeastern Brazil, undated

## SUBGRANT RECIPIENTS

### COMMON

- Introdução aos relatórios de viagem aos Estados Unidos, Treinamento sobre preservação e apoio familiar*, Individual trip reports on training trip (April 1-22, 1995) to the U.S. to visit organizations working on family preservation, financed by SUNY with POMMAR coordination. May, 1995.

### RECIFE

#### Centro Interuniversitário de Estudos da América Latina, África, e Ásia (CIELA)

- Estudo sobre “famílias” em Fortaleza, Recife, e Salvador*, Study to identify methodologies in use for family preservation, financed by POMMAR. July, 1995.
- Apoio a famílias em situação de risco*, Project proposal to POMMAR for Pina neighborhood project. About December, 1995.
- Projeto de apoio a famílias em situação de risco-Pina, Segundo relatório de execução*,

Activity report Ma6 16-August 22, 1996.

- *Apoio a famílias em situação de risco POMMAR/CIELA*, Consultant report financed by POMMAR on Pina project, Maria Lúcia Dias and Gaspar Garcia, September, 1996.

#### Coletivo Mulher Vida

- *Recriando a informática*, Project proposal to POMMAR, about December, 1995.
- *Relatório técnico do projeto: Recriando a informática*, Activity report to October, 1996.
- *Questionário*, Questionnaire used by CMV to select girls for participation in community-based programs from which girls for computer classes are chosen. Undated.

#### Centro Dom Helder Câmara de Estudos e Ação Social (CENDHEC)

- *Guarda familiar na Ilha do Chié: uma experiência piloto*, Proposal to POMMAR for Chié project for foster care/adoption. About December, 1996.
- *Relatório de atividades*, Activity report, May-September, 1996.

#### Centro Luiz Freire

- *Projeto de monitoramento de políticas e programas na área de crianças e adolescentes*, Projecto proposal to POMMAR. About March, 1996.
- *Normas de funcionamento da rede e banco de dados sobre serviços de atendimento e demandas destinadas às crianças e adolescentes*, Document outlining functional norms and purpose for databank. Date unknown.
- *Questionários para pesquisa/banco de dados*, Questionnaire for databank. Date unknown.

### **FORTALEZA**

#### Centro de Defesa da Criança e do Adolescente do Ceará (CEDECA)

- *Centro de Defesa da Criança e do Adolescente da Região Metropolitana de Fortaleza, Planejamento setembro de 1995 a agosto de 1996*. Strategic plan financed by POMMAR, August, 1995.
- Activity Report November, 1995-October, 1996
- Workplan for September, 1995-August, 1996

#### Terre des Hommes

- *Casa das Meninas, Proposta de implantação de uma micro-empresa confecção de camisetas*, Project proposal for POMMAR, June, 1995.
- *Projeto de atendimento a crianças e adolescentes em situação de risco na cidade de Fortaleza*, General proposal for shelter for street girls (not financed by POMMAR), October, 1995.
- *Projeto de atendimento a crianças e adolescentes em situação de risco e de exploração sexual na cidade de Fortaleza*, Activity report, January-June, 1996.
- *Relatório do Projeto POMMAR*, Activity report June-October, 1996.

#### Centro de Estudos da Família

- *Programa descentralizado de atendimento a meninas em situação de risco*, Proposal to POMMAR, about March, 1996.

- *Programa descentralizado de atendimento a meninas em situação de risco*, Activity report, June-August, 1996.

#### Pacto da Cidade

- *Pacto em Defesa da Criança e do Adolescente em Situação de Risco, Planejamento Estratégico (1996-2005)*, Strategic Plan, 1996-2005, Preparation financed by POMMAR. March, 1996.
- *Projeto de Assessoria Técnica ao Pacto em Defesa da Criança e do Adolescente em Situação de Risco*, Gadelha, Maria das Graças Sá. Feasability study on market-oriented microenterprises in Fortaleza. About February, 1996.
- *A experiência de articulação e ações de combate à prostituição infanto-juvenil em Fortaleza*. Activity report of the Pacto, date unknown.

de Menezes, Maria Isolda C. Branco B., *Projeto de apoio às famílias em situação de risco POMMAR/Fortaleza*, Proposal to POMMAR for a networking project for family preservation (similar to CIELA-awarded and later withdrawn), about January, 1996.

### **SALVADOR**

#### Grupo Cultural Bagunção

- *Núcleo de Profissionalização Juvenil de Alagodos*, Initial project proposal to POMMAR, October, 1995
- *Bagunção, o swing da lama II*; revised and extension proposal to POMMAR, October, 1996

#### Projeto Axé (StampAxé)

- *Programa de Desenvolvimento Auto-sustentável do Centro Projeto Axé. Projeto Centro de Produção e Comercialização da Estampa-Axé/Serigrafia; Projeto POMMAR e Projeto Axé*; Project proposal to POMMAR, March, 1995.
- *Reflexões sobre os princípios que regem a implantação da Unidade do Pelourinho*; Activity report on Pelourinho Unit, March-October, 1996 and Quarterly workplan, October-December, 1996.

#### Cedeca, Bahia

- *Atividades Permanentes de Prevenção, Combate, e Repressão à Violência e à Exploração Sexual Infanto-juvenil*; Global project proposal, including proposal for POMMAR financing October, 1995 (note: first activity report March-October, 1996 is preparation)

#### Organização de Auxílio Fraternal (OAF)

- *Projeto de Profissionalização para Novas Tecnologias*, Project proposal for POMMAR, February, 1996.
- *Convênio-USAID-POMMAR-OAF*; Activity report, March-October, 1996. October 6, 1996.

#### Associação das Comunidades de Mata Escura e Calabetão (Acopamec)

- *Projeto comunitário de apoio educacional e profissionalizante para adolescentes carentes*

*em Mata Escura e Calabetão, Salvador, Bahia; Project proposal to POMMAR, about September, 1995.*

- *Acopamec-Relatório apresentado a POMMAR sobre cursos de eletricidade e mecânica de auto; Activities report to POMMAR, October, 1995-October, 1996.*
- *Centro do Menor João Paulo II, Artesão e Paz; Sete anos de história. Summary of all institutional activities of Acopamec. Fall, 1996.*

## **AID Results Framework**

## **Project Conceptual Framework**

## **Scope of Work**

**USAID/BRAZIL AT-RISK YOUTH PROGRAM  
MID-TERM EVALUATION  
AUGUST, 1996**

**I. INTRODUCTION**

Besides the three strategic objectives in the areas of women's reproductive health, environment, and AIDS prevention, the USAID program in Brazil has special objectives in the areas of At-Risk Youth and Energy Efficiency, and a third special objective in strengthening civil society and administration of justice is anticipated.

The At-Risk Youth project started its activities in November, 1994. Numerous and recurring administrative problems were identified in Projeto POMMAR in its first eighteen months of implementation. 1996 is a transition year for POMMAR, with profound changes in management and monitoring systems, development of new strategies in each of the project's target areas, and definition of a focus for a projected one-year, funded extension. USAID would like to place more emphasis on innovation, sustainability, networking, and to explore linkages between ongoing subgrants.

**II. PURPOSE OF THE EVALUATION**

The purpose of the mid-term evaluation is to assess progress to date and to evaluate whether Projeto POMMAR is structured and managed to achieve its objectives by the project completion date. The evaluation will identify constraints to achieving project objectives and make recommendations for project improvement, besides providing recommendations for finetuning the strategy for the project's third year of implementation and for the projected one-year extension.

The results of the evaluation will be used by G/PHN/HN/EH, USAID/Brasília and Partners of the Americas to assure achievement of project objectives in remaining years of operation and to highlight lessons learned which may be considered when designing future activities.

**III. BACKGROUND**

The situation of children and youth in Brazil is precarious. Though statistical figures vary, it is estimated that, as of 1990, in Brazil as a whole, over half of all youth lived in families with



incomes below half the minimum wage of \$112/month. In the three largest Northeastern capitals, Recife, Salvador, and Fortaleza, over 1,000,000 children are estimated to be at risk of illiteracy, disease, delinquency, drug abuse, prostitution, and human rights violations. Although Brazil has adequate legislation in place, for example, the Statute of Children and Adolescents, the challenge is to implement strategies to put this legislation into practice.

Since November 1994, with Displaced Children and Orphan's Fund (DCOF), USAID/Brasília established its At-Risk Youth Project (Projeto POMMAR), a cooperative agreement awarded to Partners of the Americas. The project focuses on the poorest Northeastern capital cities of Recife, Salvador and Fortaleza, addressing four priority areas: family preservation, market-oriented vocational training, prevention of child and adolescent prostitution, and improvement of the juvenile justice system. The project seeks to increase the number of services available to at-risk youth; contribute to the implementation of policies that affect these youth, in close collaboration with other donors; and to strengthen the organizations that provide services to at-risk youth, supporting the development of innovative approaches.

To date, the POMMAR office has developed 19 subprojects with non-governmental organizations (NGOs) to carry out activities with at-risk youth. The POMMAR project has assumed increasing political importance for USAID/Brasilia. New connections have been established between USAID and local governments, NGOs, and other donors. A project extension would allow for continued innovation of new approaches and for replication of successful models developed with indigenous organizations.

#### **IV. STATEMENT OF WORK**

The team will complete the following tasks:

1. Assess the overall accomplishments of the At-Risk Youth program in Brazil to date and the appropriateness of the project strategy, taking the following into account, where relevant:
  - a) Whether established goals are being met;
  - b) Problems or delays that have affected project implementation;
  - c) Lessons learned that are relevant for future planning actions.
2. In light of the above, identify appropriate activities to be supported during the third year of project implementation and during the anticipated one-year extension. This should include recommendations for activities currently receiving support, and pilot and start-up activities for the one-year extension.

3. Assess the appropriateness of project progress indicators, data collection, and monitoring systems.
4. Evaluate the adequacy of the strategies and methodologies being used in each of the project's programmatic and geographical target areas and provide recommendations as to what strategy and interventions from the ongoing program should be supported in the one-year extension.
5. Assess how POMMAR's support has contributed to institutional building of NGOs involved, especially with regard to establishment of multidisciplinary teams, coordination issues, and advocacy of children's rights.

## **V. METHODOLOGY**

The methodology will consist of a desk review of relevant documents and a two-week in-country assessment visit.

The following documents should be reviewed:

1. RFA Brazil 94-001 - Attachment III - USAID Program Description
2. Partners of the Americas - Cooperative Agreement Proposal
3. POMMAR's 1996 semi-annual report (July, 1996)
4. POMMAR's 1996 Workplan
5. POMMAR's 1996-98 Global Workplan
6. POMMAR's Project Extension Proposal
7. USAID/Brazil's TR2/1996 and R4/1997 reports
8. UNICEF and IDB program briefing papers

## 9. Brazil in Figures (UNICEF, 1995)

The team will conduct site visits to Recife, Salvador and Fortaleza to review current program activities. It is also proposed that the team be prepared to give a debriefing to USAID/Brasília at the end of their site visits.

## **VI. DURATION AND TIMING**

The evaluation is tentatively scheduled for the second half of October 1996, for a two-week period.

## **VII. TEAM COMPOSITION AND SIZE**

The team should consist of a representative of G/PHN/HN/EH, Brazilian at-risk youth experts, and other expertise as identified by AID/W and the Mission.

## **Contacts**

POMMAR

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**Comments - USAID/Brazil**



March 18, 1997.

Dr. Donald Whitson  
Team Leader, POMMAR Evaluation Team  
Fundação Esperança  
Caixa Postal 222  
68100 Santarém - PA

Dear Dr. Whitson,

First, USAID/Brasília would like to thank DCOF for making available the necessary resources to perform the mid-term evaluation of the Brazil's At-Risk Youth Program - POMMAR. We also extend our appreciation to you, Catherine Savino and Mario Volpi, who performed the evaluation.

Second, we would like to present our comments on the Evaluation Report, received in our office on February 12, 1997.

Broadly speaking, the evaluation exercise confirmed most of USAID/Brasília's concerns about the first two years of POMMAR's implementation, that is: lack of adequate involvement of Partners/Washington, which led to a delayed separation of the former chief of party; lack of clear criteria to select subgrantees and unacceptable delays in awarding subgrants to selected institutions; lack of indicators and data to measure project progress and impact; and weak monitoring of ongoing subgrants.

USAID/Brasília has been aware of the above issues and committed to work with our grantee in the search for solutions. In this context, USAID/Brasília requested DCOF's support in facilitating and funding the evaluation conducted in October 1996. The main purpose of this exercise was to provide instruments and subsidies for structural and programmatic changes to take place in POMMAR under the new project director's administration. However, we would like to stress that the two-and-a-half month delay in receiving the report diminished the impact of findings, as most changes were being implemented in the period subsequent to the evaluation. Fortunately the final meeting of the evaluation team with USAID and POMMAR staff laid out main recommendations, which were followed as POMMAR promoted necessary adjustments.

As to specific recommendations, USAID/Brasília would like to make the following comments:

Recommendation

● *The modifications proposed in the extension (see Table 2, page 5) are sound and correct many shortcomings. They should be implemented immediately, without waiting for the start-up date of the extension. There is an urgent need for the development of relevant impact indicators. The evaluation team agrees with the proposal that a local group of technical consultants be designated in each of the three cities, each with a part-time coordinator charged with supporting and monitoring activities under the guidance of POMMAR's staff in Recife.*

#### Comments

● As mentioned in paragraphs 3 and 4 above, the urgent need for changes in the project were identified prior to the evaluation. Therefore, modifications were initiated prior to the arrival of the new project Director on October 16, 1996. Such modifications included: a) developing criteria to select subgrantees; b) designing six impact indicators [(1) Total number of project direct and indirect beneficiaries; (2) Grade pass rate of children and youth assisted by the project; (3) Public sector involvement in project interventions; (4) Number of youth trained by the project and able to engage in income-generating activities; (5) Institutions strengthened by the project; and (6) Innovative approaches being implemented with POMMAR's support]; c) completing data collection for four of the above indicators and initiating steps to collect data for the other two; and d) selecting and hiring coordinators in each target city, as well as local technicians where needed.

● *The delay in selecting subgrant projects has created a sizable accumulation of undisbursed funds. POMMAR will have to try to adhere to the original schedule, even if it implies not adhering to an arbitrary ceiling on the size of awards. Larger grants combined with longer timelines, especially for institutions working in public policy and vocational training/microenterprise, will help ensure a more sustainable impact while keeping the total number of projects at a manageable level. The team is also concerned that any significant no-cost extension may generate pressure to readjust the budget once again to cover the administrative costs of the extension, further reducing the amount of funds available for subgrants. Consideration of any significant extension must therefore be accompanied by additional funding.*

● USAID/Brasília agrees with the evaluation team on the pressing need to increase expenditure rates. As per our discussions with POMMAR staff, projected expenditures point to a \$150,000-200,000/month disbursement level, thanks to the identification of new subgrantees and to reviews of the funding levels of current, successful subgrants. Therefore, the project's current pipeline would fund activities until the end of FY 97 or the end of calendar year 97, at the most. At this point, and taking projections into account, no no-cost extension should be necessary by September 2000. However, funds should be allocated to the

project on a yearly basis until FY 99, as per the amounts contained in the extension proposal, so that USAID/Brasília's special objective and results can be achieved.

As for arbitrary ceilings, we would like to stress that such policy was adopted by POMMAR's former administration. Today, USAID's portfolio in the at-risk youth area includes subgrants from \$5,000 to \$200,000.

- *Any further research grants should be minimal and focused on operations and applied research. Avoid research without an end user; methodologies without actions that test it; networking without an objective; and databases without a clear, practical purpose, and end user, and a way to maintain them.*

- USAID/Brasília agrees with the evaluation team.

- *Training in coming months should focus on institutional strengthening of subgrant recipients. Due to the highly unique nature of the problems faced by at-risk youth and their families in Brazil and country's social, political and legal climate, support for training conducted in the United States is unlikely to improve existing programs.*

- USAID/Brasília agrees with the evaluation team. Steps are being taken in 1997 for the development of a common training agenda with UNICEF, which would address institutional weaknesses such as financial and administrative management, project design, implementation and evaluation, strategic planning, and others. Most of the funding for this initiative will be provided by UNICEF, while POMMAR will contribute technical input.

As for training in the U.S., we would like to point out that in-country training has always received priority under POMMAR funding. However, the use of SUNY funds to finance a study tour to the U.S. has been regarded as extremely useful by participating institutions. Recently, Projeto Axé staff stated that their work with families was only started after that training. Therefore, USAID will continue to prioritize in-country training, while not missing targets of opportunity abroad.

- *There should be a uniform system for collecting and reporting financial data, specified dates for reporting, and a system for providing feedback to subgrantees. Because this information is integral to overall management of subgrantee activities, there must be close communication between the Brasília and Recife offices. POMMAR should ensure that this kind of information (what and how funds are spent) is reviewed by the project officer and reported to the project director.*

- USAID/Brasília agrees with the evaluation team. POMMAR has recently hired a consulting financial administrator to develop instruments of financial reporting for subgrantees to Partners and from Partners to USAID/Brasília.

- ***There is not broad support for a TAG from either POMMAR or USAID. The evaluation team recommends that the TAG's role and function be redefined and that individuals with the appropriate skill areas be invited to join.***

- USAID/Brasília agrees with the evaluation team. Although defined in the USAID project paper, the TAG role was not understood by POMMAR's former administration. Therefore, the two TAG meetings held to date were not efficient in using TAG members' expertise to the benefit of POMMAR. Today, USAID and POMMAR are analyzing two options:

- 1) Incorporating former TAG members into the project's extended team and convening one annual meeting to analyze project progress; or

- 2) Use the TAG as an instrument for POMMAR's continuous evaluation. This would require selection of new members and the establishment of more professional relations with TAG members, who would actually perform as consultants. This idea is being carefully analyzed, as it involves, besides bringing in new experts, the establishment of clear roles and communication channels to permit a close follow up of activities. Any decision taken will be communicated to DCOF.

- ***POMMAR should use its position and visibility to represent the constituent subgrantees at a regional and national level in order to disseminate lessons learned and increase pressure for public policy reform. This could take the form of publications and active participation on the national Forum. POMMAR urgently needs to develop indicators for institutional strengthening. If the small size of the POMMAR staff makes it difficult to carry out institutional strengthening directly, POMMAR might consider encouraging larger, better structured organizations to partner with smaller, weaker ones in single proposals that include mentoring elements for institutional strengthening.***

- USAID/Brasília agrees with the evaluation team. Contacts have been formalized for participation in the National Forum of Children and Adolescents' Rights. At the communications level, POMMAR will be launching next month the first issue of the POMMAR series, a publication to disseminate successful experiences and methodologies that present lessons learned for replication.

As for policy reform, USAID's contribution is acknowledged by non-governmental and governmental partners. Such contribution will be measured by a new indicator, namely "Public Sector Involvement in Project Interventions". This refers specifically to POMMAR's capacity to involve the public sector in the provision of adequate services to at-risk children and youth. Today, 53% of POMMAR-funded interventions have the state or the municipal governments as a constituent party.

Institutional strengthening and networking where weaker institutions may benefit from the experience of better structured organizations have received priority in the last six months and will continue to be USAID's policy.

● *Any health activities that POMMAR and its subgrantees choose to support should fall within their overall framework of strategic objectives. Salary support for health workers should be discouraged due to sustainability problems. Partnerships with existing NGOs and governmental agencies that provide health services should be sought out. Emphasis should be given to including services that offer family planning, gynecological services, prenatal care, HIV-AIDS prevention, and health education.*

● USAID/Brasília agrees with the evaluation team. Health is a sub-component of POMMAR and will be used to strengthen health assistance being provided by local NGOs and to establish links with the public health network. Health-related institutions in the three target areas are being approached to support and technically assist current subgrantees. Furthermore, USAID/Brasília women's health program is focussed in the Northeast, while the HIV/AIDS prevention program is being shifted to that region. These two programs will support our efforts to prevent HIV/AIDS infection and early pregnancy among adolescents.

● *The team believes that the concept of "family preservation" continues to be a worthwhile goal of the POMMAR project but recommends that it be broadened to include extended families and the community at large. Encouraging debate and discussion of this issue in order to define it better, such as through events, publications, and discussion within existing networks (such as the Pacto da Cidade), is worthwhile.*

● USAID/Brasília agrees with the evaluation team.

Once again, thank you for facilitating this important exercise. Best regards,

Rebecca W. Cohn  
PHN Officer

Maria Filomena Lentini  
At-Risk Youth Project Officer

cc: G/PHN/HN/EH, Lloyd Feinberg  
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